DOCUMENT RESUME

ED 144 757 RC 010 109

AUTHOR Palmer, Bonnie E.; Pablo, Sally Giff
TITLE Community Development: Possibilities for Effective Indian Reservation Child Abuse and Neglect Efforts.
SPONS AGENCY Children's Bureau (DHEW), Washington, D.C. Clearinghouse for Research in Child Life.
PUB DATE 17 Apr 77
GRANT 90-C-600
NOTE 13p.; Paper presented at the Annual National Conference on Child Abuse and Neglect (2nd, Houston, Texas, April 17-20, 1977)

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS *American Indians; Change Strategies; *Child Abuse; Community Cooperation; *Community Development; Community Resources; Conference Reports; Cultural Awareness; Federal Government; Interagency Coordination; Methods; *Neglected Children; Objectives; *Prevention; Program Descriptions; *Reservations (Indian); Tribes; Values
IDENTIFIERS Arizona; Native Americans

ABSTRACT

Summarizing discussions held during the Second Annual Child Abuse/Neglect Conference (Houston, 1977), this paper presents the following: the historical background of the special legal relationship between the Federal and tribal governments; current tribal-state relations (emphasis on state jurisdiction, Bureau of Indian Affairs' services, and the cultural awareness of social service workers); a description of the Arizona Community Development for Abuse and Neglect (ACDAN) project (based on the philosophy that the state's most valuable resource is its people, this project includes 6 planning districts, a $250,000 annual base budget, and a core of coordinators trained intensively in child abuse/neglect, community assessment, and organizational methods); community development strategy (community development used as a method for establishing statewide resource capability re: child abuse/neglect and operationalized via the objectives of public/professional awareness, need/resource assessment, resource capacity expansion, and coordination of services); ACDAN reservation efforts (service to 17 reservations and 1,200 people via extensive planning supported by a policy of "being available when there is a need"); conclusions (the community development approach is successful because it is consistent with Native American values of cooperation, resource utilization, the extended family system, tribal self-determination, and community collaboration in the community problem solving process). (JC)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

ED144757

COMMUNITY DEVELOPMENT: POSSIBILITIES FOR EFFECTIVE INDIAN RESERVATION CHILD ABUSE AND NEGLECT EFFORTS

RECEIVED
AUG 1977
NCJRS

A Workshop Presented to Participants
2nd Annual National Conference on
Child Abuse and Neglect
Houston, Texas
April 17 - 20, 1977

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Paper Written by:

Bonnie E. Palmer
ACDAN Project Director

Sally Giff Pablo
ACDAN Reservation Liaison

RC010109

Support Presenters:

Clyde Eller, ACDAN District 6 Coordinator

Curt Hightower, ACDAN District 5 Coordinator

Karen Link, ACDAN District 4 So. Coordinator

This publication was made possible by Grant No. 90-C-600 from the National Center on Child Abuse and Neglect, Children's Bureau, Office of Child Development, Office for Human Development, U.S. Department of Health, Education and Welfare. Its contents should not be construed as official policy of the National Center on Child Abuse and Neglect or any agency of the Federal Government.

FOREWARD

The contents of this paper represent a summary of discussions held during the Workshop Presentation at the 2nd Annual CA/N Conference in Houston, Texas, April 18, 1977 entitled: Community Development: Possibilities for Effective Indian Reservation Child Abuse and Neglect Efforts but is not representative of the order of topics noted in the outline.

It should be noted that the purpose of the Workshop was to share information regarding the basic approach of community development that the ACDAN Project uses to encourage interface between State CA/N Resource capability and services with all of Arizona's Indian Reservations.

SECOND ANNUAL NATIONAL CONFERENCE ON CHILD ABUSE AND NEGLECT

A G E N D A

Workshop Title: 110. Community Development: Possibility for Effective Indian Reservation Child Abuse and Neglect Efforts

Date & Time: Monday, April 18, 1977, 1:00 to 3:00 PM

Room: El Vaquero

Presenters: ACDAN Project Staff (Arizona's CA/N Resource Project)

Bonnie E. Palmer, Project Director
Sally Giff Pablo, Reservation Liaison
Clyde Eller, Dist. VI Coordinator
Karen Link, Dist. IV S Coordinator
Curt Hightower, Dist. V Coordinator

A. Historical Overview

1. ACDAN: Arizona Community Development for Abuse and Neglect Project
2. Community Development Values and Operating Premises
3. Initial ACDAN/Indian Reservation/CA/N Efforts Program Year # 1
4. Program Year # 2 ACDAN/Reservation Efforts

B. Conflict Analysis regarding State/Reservation Cooperative Efforts

1. Laws/Codes/Policies (Reservation/Agency/State)
2. Values/Patterns/Life Styles (Workers/Parents/Families)

C. Community Development: Possibilities for Reservation Implementation

1. Value Based Procedures
2. Techniques for Involvement
3. Linking State to Reservation "Bridging the Gap"
4. Relationship to CA/N Efforts and Community Resource Development Training

D. Questions/Answers/Group Forum

INTRODUCTION:

In the State of Arizona there are 14 Indian Tribes living on 20 reservations representing over 19,000 sq. miles and 115,000 people. Two of these reservations are located in two states - Arizona and California, and one is located in three states - Arizona, Utah, and New Mexico. The tribal members of two tribes reside in two countries, the United States and Mexico. There are similarities and variations in the culture and lifestyle of these 14 tribes.

Tribes living in Arizona are: Apache
Chemehuevi
Cocopah
Havasupai
Hopi
Hualapai
Maricopa
Mohave
Navajo
Paiute
Papago
Pima
Yavapai
Yuma (Quechan)

HISTORICAL BACKGROUND:

Indian tribes have a special relationship to the federal government on the basis of treaties made with them as sovereign nations. The recognition of tribal sovereignty entitles each tribe to operate within its own tribal courts with its own set of codes. Tribal law and order codes were written shortly after the Indian Reorganization Act of 1934 which allowed Indian tribes the right to self-government. These laws and courts are as varied as the tribes themselves. Where the states have mandatory laws for reporting child abuse and neglect, the tribes differ in their codes. Some tribes have laws for the reporting of child abuse and neglect. Others have no provision for these, and still, others have no codes at all. Tribal courts were not set up to allow the child or parents to be represented by counsel or otherwise be advised of their rights. Today, efforts are made by tribes to revise their codes. Through the Office of Economic Opportunity and passage of the Civil

Rights Act, legal services are made available to Indian people on and off reservations. Efforts are made to train the indigenous people to serve as lay advocates in tribal courts.

The special relationship with the federal government and Indian tribes allow tribes the opportunity for direct government funding for the establishment and continuation of programs on the reservations. The tribes through their Council have the option to employ or not to employ the services available through the State of Arizona. Tribes are not receptive to State intrusion and will effect special agreements to protect tribal sovereignty. One tribe which uses Title XX funds for a nutrition program did so only after a special agreement was reached between the Arizona State Department of Economic Security and its tribal Council protecting the rights of the tribe and to use tribal norms in establishing eligibility and use of foods that are a part of the daily diet of that tribe. Another tribe went into a special agreement directly with the United States Department of Agriculture to continue the surplus commodity food program on the reservation in lieu of the Food Stamp Program because of inaccessibility to service offices and food stores.

Some of the federal and state programs used on Indian reservations are the food stamp program, ADC, employment and training, and nutrition for the elderly through Title XX. Protective Services are available to Indian tribes and are utilized by some of the smaller tribes who have limited reservation programs. Most tribes choose not to use State Protective Services and employ their own people to work with child abuse and neglect problems.

In the age of technology and high mobility the Indian family has been affected by the disruption of the family system. Young people are moving into the cities for education and employment, weakening the opportunities for children to learn their tribal ways. Families are living in a different economic system than their parents may have lived in the past. Families are exposed to different life styles and are incorporating these into their own lives. In spite of the changing life styles, the extended family system is still very much alive in the Indian community. It may not be as strong as it was in the past, but does exist. Children live comfortably with grandparents, aunts, uncles, and other relatives. To the Indian family this is a sharing of children and a means of strengthening

family relationships. By living with relatives, the child learns who his family is and learns the values of sharing his life and material wealth with others. Under a functioning extended family system child neglect is rare, because care of children is the responsibility of the entire family unit.

Indian life, for the most part, is at a slow pace. People have full acceptance of children and they are allowed to grow through the normal development stages. Children are not forced to perform skills that they are not yet physically ready to perform. Children are not forced to learn to drink from a cup and to use a spoon to feed himself, nor are they forced into toilet training before they are physically ready to do this. The non-competitiveness in Indian society allows children to grow at their own pace.

CURRENT TRIBAL/STATE RELATIONS:

The attitudes of workers on Indian reservations play a major role in how the Indian people respond to services provided whether it be health, education, social services, etc. Some workers on Indian reservations show their disdain for the life style of the Indian. Through ignorance they alienate the consumers of their services. Many workers ignorant of Indian cultural values and norms, make decisions that are detrimental to the Indian family. Too often they see neglect where none exist. The person who is working in the Indian community must be aware and be sensitive to the cultural diversity among the many tribes of Indians with whom he is working.

To the uninformed worker an Indian child may be labled with many terms such as shy, withdrawn, uncooperative, slow learner, etc., when the child may be doing what he has been taught as part of his early childhood training. A child is taught to listen and to learn by observation. He is taught to respect other people. He must not interfere in a conversation. Direct eye contact is discouraged, for this is a sign of disrespect.

Other aspects of child rearing unfamiliar to the worker may be interpreted as neglect. The use of herbs, teas, and the employment of the medicine man to cure illnesses may be seen as negligence in health care. Although many Indian people are using the health facilities available to them, there are those families who still adhere to tribal health practices.

Child abuse and neglect on Indian reservations are dealt with by various agencies such as the Bureau of Indian Affairs, Indian Health Service, Tribal Courts, and tribal programs that are set up to provide the delivery

of services to people. The Branch of Social Services of the Bureau of Indian Affairs assumes the major responsibility of child welfare on reservations. Like the Indian tribes, each agency has its own set of rules and regulations. In the case of one tribe, the tribal law and order code has a reporting law that provides immunity to the person making the report. However, Indian Health Service has its own operating procedure and may not feel obligated to the tribal reporting law. Difficulties arise when a child abuse case is not reported by the hospital.

With regard to state jurisdiction on reservations, conflicts could be avoided if workers recognized tribal sovereignty over tribal members, cultural variations and lifestyle, and worked with the various agencies within the jurisdiction of the tribal courts.

ACDAN PROJECT DESCRIPTION:

Arizona lives in cultural and demographic diversity. Needs must be revealed by the local eye. Solutions have to be designed in a local fashion. Human growth in perspective must be accepted as developmental-evolutionary - slow.

Arizona's Project is based on the philosophy that the state's most valuable resource is its people. Given the opportunity and encouragement, we believe people can reestablish their sense of community and personal concept of belonging (wherever they are located) through "local-focus" efforts and will commit themselvelves to a "good of all" approach to Child Abuse and Neglect. Thus the name: Arizona Community Development for Abuse and Neglect.

The Project itself functions in close alliance with Arizona's Department of Economic Security: The Grantee. Placed within the Social Service Bureau of the Department, the Project maintains close communication with statewide service personnel while reserving independence of operation through administrative structure.

Staff consists of a Project Director, Project Psychologist, Reservation Liaison, seven District Coordinators (5 full-time, 2 3/4 time), and two clerical workers. All staff (except the Psychologist and one Coordinator) are fiscal agent employees. The two staff members specified are State employees responsible to the Project Director.

There are six planning districts in the State of Arizona. Coordinators are housed in DES District installations with the availability of ATS lines and some clerical support to facilitate activities. The State Office is housed in the DES State Office building, Social Services Bureau.

The Project, funded in January 1975, operates on a $250,000 annual base budget. All Coordinators function under the advice of county as well as district committees. District committee representatives comprise a Project Committee to aid the Project Director.

Objectives for all program years have included public and professional awareness, resource identification and need assessing, training and technical assistance as well as advocacy.

All Coordinators have been trained intensively as trainers in Child Abuse and Neglect as well as community assessment and organizational techniques. While Coordinator approach varies by district necessity, public/professional awareness occupies a fair percentage of all staff time. More than 800 speaking engagements are recorded per year throughout the state as well as close to 600 training sessions representing 8400 person days of training. In addition, staff records over 800 technical assistance events/year (estimated to be 1/4 of actual) and 150 instances of expanded resources statewide have been facilitated.

While ACDAN takes no direct credit for communities' efforts to alleviate CA/N problems statewide, having staff available and accessible to facilitate sparks of CA/N related issues has unquestionably proven to be the cementing link between problems and attempts at community solution.

COMMUNITY DEVELOPMENT STRATEGY:

Arizona's Resource Project accepted the challenge in 1975 to demonstrate community development as an effective method for establishing statewide resource capability regarding Child Abuse and Neglect identification, prevention and treatment. Operating within a global frame work of four basic objectives (public/professional awareness, need/resource assessment, resource capacity expansion, and coordination of services) ACDAN has done exactly that. Lots has been learned over the past 18 months but mostly that Community Development Works! in facilitating locally designed and sponsored community problem-solving efforts.

Before examining the specifics of ACDAN/Reservation CA/N efforts it seems critical to remind the reader of some of the "givens" of community development. Without an understanding of the philosophy and corresponding approach techniques of CD, the Project cannot really be assessed at all.

Defined, as it is practiced in the Arizona Project, community development represents:

> 'a process of social action in which people organize for planning and action; define common and individual needs and problems; ... execute those plans with maximum reliance upon community resources; and supplement those resources when necessary with services and materials from governmental and non-governmental agencies outside the community.'[1]

Operating "givens" of community development include:

1) There exists, in a community development effort, a basic belief and trust in people and their capabilities for self-direction.

2) There exists, on the part of those encouraging the effort, a basic commitment of "beginning where the people are" and a willingness to commence efforts with whatever "sparks" are available - in spite of numbers or group mix customarily valued.

3) There exists, to the extent humanly controllable, no preconceived plan for the imposition of projects, expertise, and/or progress on effort-participant function in advance of needs evolving out of the group at its own pace.

4) There exists the recognition of a need for a facilitator or encourager of local initiative, hired or voluntary, free of professional and institutional constraints to function in accord with and support of group-paced activities.

5) Process facilitators must be generalists, in spite of professional training; must be perceived as open, caring individuals; and must be considered acceptable and believable by the community served.

6) Facilitators must accept and encourage low publicity and group-dependency profiles of themselves in order to build strength within the group and the process.

7) There exists, in community development, a de-emphasis on tangible products of effort while accountability of process is required as a measure of group development.

8) In multi-group efforts, there is an underlying acceptance of and protection for no uniformity in group approach or levels of concern.

9) There is a recognition of several process needs: (a) to work with a core group - a nucleus - expecting to train and retrain committee members as they flow in and out of the process; (b) to accept the formation of many spin-off, satellite interest groups as part of the whole; and (c) to recognize developmental change as slow with process taking approximately three years to institute fully.

10) And lastly, there is a consistent focus throughout the effort on people development as it relates to the issue as opposed to program development for specific achievement.

---

[1] International Cooperation Administration, Community Development Review, No. 3, (December 1956), P. 1.

ACDAN RESERVATION EFFORTS:

From the beginning of the Project services have been made available to the Reservations upon request but because of a Headstart training mandate, requiring grantee coverage prior to June 30, 1976, ACDAN Staff stepped up its outreach to Indian Reservations in Arizona beginning March 1976. Before June '76 ACDAN had facilitated training orientation sessions on Child Abuse and Neglect for upwards of 500 Reservation residents: parents, social service staff, health and education officials as well as tribal representatives. All sessions (totalling eight major reservation entities to that date) were held on-site and were custom designed for the awareness level and resource capacity of the given community.

In addition, because of ACDAN's community development "model of approach," each session required two-three pre-planning sessions with the reservation residents involved to:

1) Establish initial trust and develop "Team Rapport";

2) Assess basic level of awareness and concern with CA/N in the respective community as well as previous exposure to CA/N Training;

3) Assess basic community resources operating on the Reservation;

4) Encourage consideration for "global" participation as opposed to "restricted" involvement in the planning and execution of the workshop;

5) Acquaint the team with materials and AV's available for their selection for distribution with suggestions for corrections, additions, deletions;

6) Encourage selection of local panel and moderator;

7) Assist in the formalization and in some cases - informalization - of the workshop agenda.

To do the above, the way we found worked required time and the luxury of being accessible to the Reservation/communities when the spark required kindling. All ACDAN Staff members, have teamed and crossed districts of primary responsibility because of our commitment to being available when there's a need (that's what facilitation is all about), but also because of the incredulous time and mileage demands experienced in servicing Reservation communities.

Beginning September 1976 ACDAN was able to add a Reservation Liaison to its staff to assume prime responsibility for the expansion of Reservation/ ACDAN CA/N efforts. With the added staff and outreach capability, program efforts have extended to a total of 17 Reservations and upwards of twelve hundred Reservation residents.

Some of the learnings over the past months with regard to feasibility of interface between Reservation communities and State Agency services seem to indicate the following:

1) Working the Reservations is not only possible, but welcomed, given the proper perspective, approach, and the capacity to be accessible.

2) The "non-verbal Indian" has simply not been our experience. When allowed their own setting, their own concerns, their own verbal expressions, their own timing for involvement, their own responsibility for contribution and where ACDAN has remained low key in direction, low focus on attention and has participated merely as a background supportive team member, Reservation residents have proved time and time again to be every bit as articulate and expressive as off-reservation residents.

3) Money available from the Project has not proven to be a concern to the reservation communities we have worked with. Reservation communities have appeared appreciative of the time spent and willingness to appear on-site that ACDAN staff members have demonstrated - as well as for AV materials and training resources available through the Resource Project.

4) Non-Native American staff members have been able to relate successfully to Reservation residents when approach reflected the following:

   a) Low key/non-directive behavior
   b) Minimal demand for attention
   c) Willingness to be part of the team with its conditions, setting and time;
   d) Commitment to community development approach model;
   e) Capacity to be accessible and accountable.

5) Being affiliated with the State has not hindered our rapport with Reservation communities as some might have predicted. Again, ACDAN feels it is because of perspective, approach and accessibility factors

CONCLUDING SUMMARY:

Perhaps the most significant thing to be said for community development as it relates to Reservation efforts is that it seems to be philosophically consistent with many Native American values. For example:

1) Community Development stresses cooperation in participation as opposed to competition between people.

2) CD stress maximum utilization of local resources which strengthens the extended family system as well as tribal culture and lifestyle.

3) CD stresses a non-directive approach to decision making which eliminates program imposition and promotes self-determination of tribes.

4) CD encourages citizen participation for decision making thus reinforcing the old tradition of community collaboration for community problem solving.

5) CD promotes respect for all which reinforces the values of human equality and individual capabilities.

The staff of the Arizona CA/N Resource Project (ACDAN) has found community development to be an effective method for promoting Reservation utilization of State resources. While it is not suggested to be the only approach, it is felt to be viable enough to merit consideration by State agencies considering similar outreach efforts to Indian Reservation communities.